

CHAPTER 3

TRAVEL ALLOWANCES

The processing of travel claims is perhaps the most complex area of disbursing you will encounter. This is because it will require you to deal with so many variables, such as the time of day, method of travel, type of orders, and location. As a senior DK, you must have extensive knowledge about how you should handle these complexities. First, you must have an intimate knowledge of the *Joint Federal Travel Regulations* (JFTR), Volume 1, and *Navy Travel Instructions* (NTI). You must also have a thorough understanding of the applicable accounting procedures, appropriations, decisions of the Comptroller General of the United States, and local rules and regulations. Since settlement within 10 working days of receipt of a travel claim is required, promptness and accuracy in paying claims are ongoing pressures. This chapter is intended to give you an overview of some areas you must understand to handle these pressures and responsibilities successfully.

This chapter will not cover the fundamentals of travel claims or provide you with introductory information on this subject. For fundamental information, we recommend you review *Disbursing Clerk 3 & 2*, NAVEDTRA 12658, which introduces and explains several travel claim topics. It covers topics such as general permanent change of station (PCS) allowances, temporary lodging expenses, temporary duty advances, and travel allowances. The information you will read about in this chapter will go beyond the basics. In this chapter, you will read about the following topics:

Activities responsible for the administration of travel

- Dislocation Allowance (DLA)
- Active duty for training travel
- Special travel categories
- Travel expenses not payable by the government
- Control of waste, fraud, and abuse in travel claims

ADMINISTRATION OF TRAVEL

As a senior DK working in a travel section, you will have a dual responsibility in the administration of travel. You will be responsible to the disbursing officer (DO) to make certain proper payments are made and to the Navy to ensure the economical use of its available funds is being carried out. When the money is not available, needed travel cannot be performed. The administration of travel is mainly concerned with obtaining money resources to fulfill the Navy's needs and managing those resources once they are obtained. DKs can provide valuable advice in the use of this funding to help the Navy maximize benefits derived from it.

As we examine the offices involved in the administration of travel, two points must be remembered. First, the duties of the offices are separate and unique. Second, the overall responsibilities are mutually shared. This may sound confusing, but look at it this way. The Chief of Naval Operations (CNO) is responsible for fulfilling the assigned mission of the Navy. This mission brings the various offices together for a common purpose. At the same time, these offices require individual accountability. Keep these points in mind as we look at the various offices concerned with Navy travel.

BUREAU OF NAVAL PERSONNEL

In the Navy's mission, the Bureau of Naval Personnel (BUPERS) is responsible for meeting the quantitative and qualitative manpower requirements of the Navy. This means BUPERS must assign the required number of personnel to do Navy jobs on a timely basis, regardless of location. To accomplish this part of the Navy's mission, CNO has designated BUPERS (PERS 332) as the manager of Navy-sponsored passenger transportation. As such, BUPERS is responsible for administering the Navy's program for the worldwide movement of Navy-sponsored passengers.

Responsibilities

For Navy-sponsored passenger transportation, BUPERS is responsible for carrying out the following goals:

- Managing and controlling the passenger transportation program
- Providing technical direction, guidance, and assistance to elements of the Navy wide passenger transportation organization
- Developing and issuing Navy passenger transportation directives and procedures
- Maintaining liaison with other military services, Department of Defense (DOD) single manager agencies for transportation, and other government agencies and industry on matters relating to the movement of Navy-sponsored passengers and representing the Navy on joint service working groups and committees concerning passenger transportation
- Providing advice and assistance to the Pay/Personnel Administrative Support System (PASS) program manager on all matters concerning passenger transportation
- Clarifying orders, determining and providing facts affecting entitlement to travel allowances, and resolving controversial matters relating to the use and procurement of transportation facilities
- Authorizing or approving travel and transportation of Navy personnel and their dependents that, under *JFTR*, Volume 1, requires the approval or authorization of the Secretary of the Navy (SECNAV) or a designated representative

Delegation of Authority

Let's take a brief look at the role BUPERS plays in the delegation of authority for travel approval. Federal statutes provide authority for SECNAV to authorize and approve travel under the *JFTR*. This authority has been delegated to BUPERS as the designated representative for these matters. The authority to issue temporary duty orders has been further delegated to local commanding officers (COs).

As a management practice, delegation of the authority to authorize travel is simply a distribution of workloads. This delegation, however, is never all-inclusive. Since each set of orders is budget

accountable, it is the job of the DKs, as travel experts, to examine each set of orders for legal propriety.

COMPTROLLER OF THE NAVY

The Comptroller of the Navy takes care of the financial side of the mission. In cases where Navy appropriations are involved, the Comptroller of the Navy interprets the laws and regulations relating to travel reimbursement based on the evaluation of all pertinent facts.

The Comptroller of the Navy has delegated the responsibility of maintaining technical control over related accounting and disbursing procedures to the Defense Finance and Accounting Service (DFAS)—Washington Center. As a senior DK, you will deal with the DFASs in many aspects of your work.

PER DIEM, TRAVEL AND TRANSPORTATION ALLOWANCE COMMITTEE

The Per Diem, Travel, and Transportation Allowance Committee (PDTTAC) is responsible for making sure that uniform travel regulations are issued according to the Career Compensation Act, as amended under the guidance of the charter of the committee. The PDTTAC is chartered under DOD with membership at the Deputy Assistant Secretary level in DOD. The committee also includes the Director of the National Oceanographic and Atmospheric Administration Corps, the Commandant of the Coast Guard, and the Surgeon General of the Public Health Service. Whenever the PDTTAC is in doubt regarding the legal wording of regulations or as to their consistency with prior rulings or the intent of Congress in passing the entitlement, the matter is referred to the General Counsel, DOD, for resolution and appropriate action.

Policy changes that increase or decrease allowances for substantial numbers of personnel, involve large additional expenditures of funds, or create new basic entitlements will be referred to the Office of the Secretary of Defense for approval before issuance by the committee. Any policy matter in which disagreement exists among the committee members will be referred to the same office for resolution.

Two of the PDTTAC functions will directly affect your responsibilities as a senior DK: (1) setting forth new or revised per diem and transportation regulations and (2) establishing the rates for overseas station allowances. You will read about these station allowances in chapter 8 of this training manual. For

now, let's take a look at some specific travel allowances with which you may be involved.

DISLOCATION ALLOWANCE

The purpose of the dislocation allowance (DLA) is to partially reimburse a member with or without dependents for the expenses incurred in relocating his or her household because of a PCS. The DLA is in addition to any other allowances authorized for the travel.

Besides PCS moves, a member with dependents is eligible to receive DLA when the dependents must relocate their household in conjunction with an evacuation or other specific circumstances.

A member without dependents is eligible to receive DLA when he or she is transferred on PCS orders to a new duty station where government quarters are not assigned or are temporarily occupied by the member for 60 days or less. Additional rules apply in cases where an active-duty Navy member is married to another active-duty member.

DEFINITION OF TERMS

Before we go any further, we need to be sure of what constitutes a member with dependents and a member without dependents.

Member With Dependents

For DLA purposes, a member with dependents means a member who on the effective date of PCS orders has dependents who are entitled to transportation in connection with a change of permanent duty station. A member whose spouse is a dependent on the effective date of the member's PCS orders is considered to be a member with dependents, even when the spouse was a former active-duty Navy member and received travel allowances upon separation from the service.

Member Without Dependents

For DLA purposes, a member without dependents means a member who falls into one of the following categories:

- Has no dependents
- Is not entitled to travel and transportation allowances for travel of dependents in connection with PCS

- Has dependents entitled to travel and transportation allowances, but the dependents do not relocate in connection with the PCS

AMOUNT PAYABLE

The amount payable as a DLA is equal to 2 months of the member's basic allowance for quarters (BAQ).

The dependency status of the member on the effective date of orders determines whether the member will be paid DLA at the with-dependents or without-dependents rate. When dependents are authorized to travel at the same time as the member, but the member elects not to move them at that time, DLA may be paid at the without-dependents rate if the member is not assigned government quarters at the new duty station. If the dependents later join the member and are entitled to such travel at government expense, the member may be paid the difference between the without-dependents and with-dependents rates.

FISCAL YEAR LIMITATIONS

Generally, members are entitled to only one DLA per fiscal year. The *JFTR* does provide certain exceptions to this rule. Some of them are as follows:

- The secretary of the service concerned determines that the exigencies of the service require more than one such change of station during the current fiscal year.
- The member is assigned PCS to, from, or between courses conducted at an installation of the services or conducted, controlled, and managed by one of the services elsewhere.
- The command-sponsored dependents are relocated to a designated place incident to an evacuation.
- The movement of a member's household is made in conjunction with a national emergency or in time of war.

In determining the fiscal year in which the move counts, the detachment date of the member from the old permanent duty station (PDS) is the governing factor. In addition, any moves in the same fiscal year for which DLA was not authorized will not be counted.

FACTORS AFFECTING ENTITLEMENT

As you have read, members are entitled to DLA for PCS moves and evacuation of dependents. These are

the normal categories of entitlement. Members may or may not be entitled to DLA in a number of other situations. The following paragraphs explain the entitlement under some of these special circumstances.

Special Categories Where Dislocation Allowance Is Authorized

First, let's look at some of the more common special categories for which DLA is authorized. You can find examples of other special cases in the *JFTR*, Volume 1.

MEMBER'S OLD AND NEW PERMANENT DUTY STATIONS IN PROXIMITY TO EACH OTHER OR MEMBER REASSIGNED BETWEEN ACTIVITIES AT THE SAME PERMANENT DUTY STATION.— A DLA is payable in cases where the old and new PDSs are in proximity to each other or when the member is reassigned between activities at the same PDS. However, it is payable only when the member is authorized a local move of household goods at government expense. For this to be authorized, the secretary of the service concerned, the secretary's designated representative, or a DOD installation commander in a paygrade not lower than O-5 must certify that relocation of the member's household is mission-essential. The relocation also must be in the best interest of the government and not primarily for the convenience of the member. This certification will authorize a local move to a residence from which the member will commute daily to the new PDS or the new activity at the same PDS. Duty stations are considered to be in proximity to each other when they are both in an area ordinarily serviced by the same local transportation system or from which the member could commute daily from home to either duty station.

PERMANENT CHANGE OF STATION BETWEEN PERMANENT DUTY STATIONS NOT IN PROXIMITY TO EACH OTHER.— When dependents make a proximity move based on PCS between PDSs not in proximity to each other, a statement that the relocation of the household was necessary as a direct result of the PCS is required to support payment of DLA. When the PCS is to or from a dependent-restricted tour, the member's statement is all that is necessary. In all other cases, a statement from the CO of the new PDS, or from the CO's designated representative, is required. The designated representative may not redelegate this authority.

MOVEMENT OF DEPENDENTS TO A DESIGNATED PLACE.— When dependents are

moved to a designated place on PCS orders, DLA is payable when the dependents complete travel to the designated place. No further entitlement to DLA accrues for that PCS. If the dependents do not move to the member's PDS before the member receives further PCS orders to a new PDS and the dependents are authorized to move and do relocate with the latter PCS, the member is entitled to payment of DLA.

TRANSFER TO A HOSPITAL IN THE CONTINENTAL UNITED STATES.— DLA is payable to members with dependents who are transferred from outside the continental United States (CONUS) to a hospital in CONUS for observation and treatment and who relocate their household incident to such transfer. For members transferred from inside CONUS to a hospital inside CONUS for observation and treatment, the CO of the receiving hospital must issue a statement of prolonged hospitalization before DLA is payable for relocation of the household in conjunction with the transfer.

COMMISSIONED FROM ENLISTED GRADE.— If otherwise qualified, a member is entitled to DLA if commissioned from an enlisted grade. However, the member must have transferred from the PDS where he or she served as an enlisted member to a PDS to serve as an officer before acceptance of the commission.

ORDERS AMENDED, MODIFIED, CANCELED, OR REVOKED.— At times, PCS orders may be amended, modified, canceled, or revoked to direct the member to return to the duty station from which he or she was transferred. In such cases, DLA is payable if the member and/or the dependents actually move from their place of residence before the date the orders are amended, modified, canceled, or revoked. In some cases, orders might be amended, modified, canceled, or revoked after a member and/or the dependents actually complete a move from their place of residence to a new location in compliance with PCS orders. The change to those orders might direct the member to return to the old station or to direct the member to a different new PDS. When that happens, DLA is payable in connection with both moves. No more than two DLAs can be authorized in this manner.

ACCOMPANIED/UNACCOMPANIED TOURS.— The tour status of a member at a PDS outside CONUS can change from accompanied to unaccompanied or from unaccompanied to accompanied at the same duty station after completion of the initial tour of duty. This member is entitled to DLA if the dependents make an authorized move to or

from the PDS outside CONUS in connection with the change-of-tour status.

EARLY RETURN OF DEPENDENTS.— In most instances, a member is entitled to DLA for the early return of dependents from an overseas duty station. Some of the more common reasons are as follows:

- A dependent becomes involved in an incident that is embarrassing to the U.S. Government or is prejudicial to order, morale, and discipline in the command.
- Adequate medical treatment is not available at the PDS or in the theater of assignment.
- When lack of adequate educational facilities or housing for dependents is caused by conditions beyond the member's control and knowledge of those conditions arose after the dependents began to travel to the member's overseas PDS.
- When it is determined that the best interests of the member or the dependents and the government will be served for compelling personal reasons. Such reasons include financial difficulties, marital difficulties, unforeseen family problems, and death or serious illness of close relatives. They can also include situations of a humanitarian or compassionate nature and situations that have an adverse effect on the member's performance of duty.
- As a result of disciplinary action taken against the member resulting in confinement or transfer.

A member is entitled to DLA when one or more dependents arrive at the location of the permanent residence or the day all dependents have departed the member's overseas station, whichever is later.

Special Categories Where Dislocation Allowance Is Not Authorized

No DLA entitlement accrues to a member in connection with PCS travel performed as follows:

- From home or place from which called (or ordered) to active duty to first PDS
- From last duty station to home or place from which called (or ordered) to active duty upon separation, release from active duty, placement on the temporary disability retired list (TDRL), or retirement

- From last duty station in one period of service to first PDS in new period of service when no PCS was ordered between those stations

ENTITLEMENT FOR A MEMBER MARRIED TO ANOTHER MEMBER

The entitlement to DLA for a member married to another member can fall into many different categories. Each member can be with or without dependents, and many situations can arise concerning the time of movement and the quarters at the old and new PDSs. Table 3-1 is used for determination of DLA entitlement for a member married to a member.

ACTIVE DUTY FOR TRAINING TRAVEL

Active duty for training (ACDUTRA) travel refers to reservists who are called (or ordered) to active duty with pay and subsequently return to their home or place from which they were called to active duty. Before discussing reservists, we need to define two terms: *active duty for training* and *annual training duty*.

ACTIVE DUTY FOR TRAINING VERSUS ANNUAL TRAINING DUTY

Active duty for training (ACDUTRA) is full-time training duty in the active military service for the express purpose of training members of the Ready Reserve to acquire or maintain required skills. This training includes initial basic training, advanced individual training, annual training duty, and full-time attendance at service schools so designated by law or SECNAV.

Annual training duty is the tour of active duty for training, not to exceed 30 days during each calendar year, required to be performed by members of the Ready Reserve in an active-duty status.

Upon receiving a set of Reserve orders for payment, you must first determine whether the member is on active duty with or without pay. If the member is on active duty with pay, you must determine whether the period of active duty is less than 30 days or 30 days or more. This will determine the procedures you must follow for proper payment, as indicated in the following paragraphs.

Table 3-1.-Entitlement When a Member Married to a Member Is Transferred

R U L E	If one member	and the other member	and they occupied		then dislocation allowance is payable
			at the old PDS	at the new PDS	
	A	B	C	D	E
1	has no dependents	has no dependents	the same quarters	the same quarters ³	to either member at the without-dependent rate, but not both ¹
2				separate quarters ^{2,3}	to both at the without-dependent rate
3			separate quarters	the same quarters ³	
4				separate quarters ^{2,3}	
5		has dependents	the same quarters	the same quarters ³	to either the member who has no dependents at the without-dependent rate or to the member who has dependents at the with-dependent rate, but not to both members ¹
6				separate quarters ^{2,3}	to both in their own right; i.e., as a member without dependents for the member without dependents and at the with-dependent rate for the member with dependents
7			separate quarters	the same quarters ³	
8				separate quarters ^{2,3}	
9	has dependents	has dependents	the same quarters	the same quarters	to either member at the with-dependent rate, but not to both ¹
10				separate quarters ²	to both members at the with-dependent rate
11			separate quarters	the same quarters	
12				separate quarters ²	

¹The husband and wife may select the greater of his or her entitlements. However, when one member moves incident to a PCS at one time and establishes a household at the new PDS and, at a later date, the other member moves incident to a PCS and occupies the same residence as the spouse, both members would be entitled to dislocation allowance at the without-dependent rate under Rule 1, at the without-dependent rate for the member who has no dependents, and at the with-dependent rate for the member with dependents under Rule 5, and at the with-dependent rate under Rule 9.

²Payable only if it can be conclusively shown it is necessary to establish separate households for or on behalf of each member or for the dependents.

³In no instance is a member who has no dependents and who is assigned to government quarters at the new PDS (including a ship) entitled to a DLA.

ACDUTRA FOR LESS THAN 30 DAYS

Reservists are entitled to the same per diem and travel allowances as regular active-duty members for ordered travel. There are, however, some differences in the forms that are used.

Forms

The orders for reservists on ACDUTRA for less than 30 days are on ACDUTRA Orders (CHNAVRES Form 157 1/5). The payment for travel allowances can be made on either of two forms, depending on the circumstances as explained in the following paragraphs.

ACDUTRA PAY VOUCHER.— The ACDUTRA Pay Voucher, NAVCOMPT Form 2120, which is used to pay the regular pay and allowances, includes an area for computation and payment of travel allowances as well. This area reduces the number of different forms that must be processed. When the NAVCOMPT 2120 is used, no endorsement on the orders is required.

On the other hand, the use of the NAVCOMPT 2120 has some limitations. When the traveler has received a travel advance, the NAVCOMPT 2120 cannot be used. Also, the limited space on the NAVCOMPT 2120 may not be adequate for the itinerary. Disbursing offices may find the Microcomputer Claims Processing System (MCPS) to be a more convenient method for processing claims than use of the NAVCOMPT 2120.

TRAVEL VOUCHER OR SUBVOUCHER.— When the NAVCOMPT Form 2120 is inadequate or the DO prefers not to use it, a Travel Voucher or Subvoucher, DD Form 1351-2, may be used for payment of a reservist's claim. The DD Form 1351-2 must be used when a travel advance was paid. When payment is made on the DD Form 1351-2, the original orders must be endorsed.

Payment Procedures

Payment is normally made on the last day of ACDUTRA for all travel. This includes the travel to the duty station, any per diem earned during the training duty, and return instructive travel back to the place from which the member was ordered to duty.

FORMS.— When payment for travel is made on the NAVCOMPT Form 2120, no endorsement on the orders is required. When payment is made on the DD Form 1351-2, the original orders must be endorsed to show the date and amount paid, the voucher number, and the disbursing symbol number.

MISCELLANEOUS EXPENSES.— If miscellaneous reimbursable expenses will be claimed on the return travel, the member will be furnished a supplemental claim form and a preaddressed envelope. Miscellaneous expenses may not be paid in advance. The supplemental claim may be processed by the disbursing office making the original payment or the disbursing office servicing the member's Reserve unit.

ACDUTRA FOR 30 DAYS OR MORE

When ACDUTRA is for 30 days or more, the DD Form 1351-2 is used for all travel claims at the time of payment. After arrival at the training duty point, the member will file a claim for the travel from the place that ordered the training duty to the training duty point. A separate claim for the return travel will be filed by the member and paid by the DO on the last day of training duty.

SPECIAL TRAVEL CATEGORIES INVOLVING AUTHORIZED ALLOWANCES

The entitlements and procedures for special categories of travel in which travel allowances maybe payable by the government can be found in both the *JFTR* and *NTI*. As a senior DK, you will encounter some of these categories more frequently than others. This section, which is intended merely to give you an overview of some of these categories, includes examples of some common and not so common circumstances in which members may be authorized special travel allowances. Always refer to the *JFTR* and *NTI* for official guidance on authorized travel allowances whenever you encounter cases and process claims involving special travel categories.

CONSECUTIVE OVERSEAS TOURS

A special travel category that is a fairly common occurrence is when a member who is stationed outside CONUS is ordered to a consecutive tour at the same PDS or to another PDS outside CONUS. Because consecutive overseas tours (COTs) are common events, you must be familiar with COT leave travel and transportation allowances.

Eligibility

The member and the command-sponsored dependents authorized to accompany the member are entitled to COT leave travel and transportation

allowances if either of the following two conditions is met:

- One of the two tours is an unaccompanied tour.
- The member is reassigned from an accompanied tour to an accompanied tour and the total time to be served between the two PDSs is at least the equivalent of two unaccompanied tour lengths prescribed for those duty stations.

Travel Status and Entitlement

The member will be considered to be in a travel status for all required travel, including time spent awaiting transportation. However, travel status extends only to direct travel and not to any circuitous routings. The travel entitlement associated with a COT will be via one of the following routings:

- The member's home of record or to anyplace no farther distant than the member's home of record.
- Any place authorized or approved by SECNAV or the designated representative. The designated representative for this purpose is BUPERS.

As well as travel status, you should be able to determine whether entitlement to COT allowances will cover just the member or the member and his or her dependents.

MEMBER ONLY.— The member only is entitled to COT travel allowances via one of the places just described if the member is in any one of the following categories:

- A member without dependents
- A member whose dependents have not accompanied him or her
- A member whose dependents have accompanied him or her at personal expense and are not command-sponsored at the time of departure from the overseas command

MEMBER AND DEPENDENTS.— A member with dependents can be eligible for travel and transportation for himself or herself and his or her dependents in connection with COTS under the following circumstances:

- The member has one or more dependents upon the effective date of the PCS or the last day of the first tour of a COT

- These dependents are command-sponsored and located at or in the vicinity of the member's current overseas PDS

The entitlement will be for the member and authorized dependents via one of the places authorized previously. In those instances where temporary duty is required by the orders, travel via the temporary duty point is authorized.

When COT Leave Travel May Be Performed

Consecutive overseas leave travel will normally be performed between the two consecutive overseas tours involved.

In certain instances, however, COT leave travel may be deferred until after the member reports to the new PDS. In these cases, the following rules apply:

- A member on a PCS requiring the member and/or the dependents to traverse CONUS to complete the PCS may defer the COT leave travel only if approved by BUPERS.
- A member with temporary duty in CONUS as part of the PCS will take COT travel leave in conjunction with the temporary duty unless BUPERS approves the deferment based on unusual circumstances that prevent the member or dependents from taking COT leave while INCONUS. Approval must be granted before the member's transfer.
- In cases not falling under the previous circumstances, the member and/or the dependents may choose to defer the travel until after reporting to the new PDS.

In all cases, the COT leave travel must be performed before the expiration of 1 year after the date on which the member begins the consecutive tour of duty. Dependents may travel with the member at the time the member is granted the COT leave or they may travel independently.

ESCORTS AND ATTENDANTS ACCOMPANYING DEPENDENTS ON AUTHORIZED TRAVEL

Another special travel category often associated with overseas tours is when dependents are authorized to have escorts or attendants while performing official travel. An escort or attendant is authorized only when the order-issuing official has determined that travel by the dependent is necessary and that the dependent is incapable of traveling alone because of age, physical or

mental incapacity, or other extraordinary circumstances that require the dependent to be accompanied. The most common occurrence is when an escort or nonmedical attendant is authorized to accompany a dependent outside CONUS who must travel for medical treatment that is not available locally.

Reimbursement will depend on the status of the designated escort or attendant. If the escort is a military member, regular temporary duty allowances are payable. When the escort is a civilian employee of the U.S. Government, reimbursement will be according to the regular temporary duty allowances for the department or agency for which that person works. For persons who are not military or government employees, reimbursement is based on whether the person is acting as an escort or an attendant for medical treatment. Escorts will be reimbursed in the same manner as Department of the Navy civilian employees on temporary duty. Attendants will be reimbursed for the actual expense of transportation, meals, and lodging, not to exceed the per diem rate for the area concerned.

SHIP CHANGES LOCATION WHILE MEMBER IS ON AUTHORIZED LEAVE OR LIBERTY

Sometimes special travel categories occur when a member is assigned to a ship and the ship changes locations. When a member departs on leave or liberty from his or her assigned ship and the ship is relocated during the period of leave or liberty, a monetary allowance instead of transportation plus a flat per diem rate may be payable to the member according to the following guidelines:

- The travel allowances are payable for the excess distance, if any, between the authorized leave or liberty point and the new location of the ship over the distance between the leave or liberty point and the location of the ship at the time the member departed from there to begin the leave or liberty.
- When the new location of the ship is at a place that will require transoceanic travel, the member may be provided transportation in kind for the transoceanic travel. The cost of the transportation will not exceed the cost of transportation from the location of the ship at the time the member departed and the new location of the ship.

NOTE: These entitlements only apply if the member was not notified as to the change of the location of the ship before departure on leave or liberty.

SHIP UNDERGOES OVERHAUL OR INACTIVATION AT A PLACE OTHER THAN HOME PORT

When a ship undergoes overhaul or inactivation at a port other than its home port or when its home port is changed to the port of overhaul or inactivation, entitlement to transportation for the member or the member's dependents can be authorized providing the following conditions are met:

- The member was permanently assigned to the ship for more than 30 consecutive days.
- The dependents were residing in the area of the home port or former home port. (The term *area* means a place surrounding the home port from which the member commuted daily and not just on a sporadic or weekend basis.)

Entitlement accrues on or after the 31st calendar day and every 60th calendar day thereafter from the date on which the ship entered the overhaul or inactivation port or after the date on which the member became permanently assigned to the ship, whichever is later. A member who becomes entitled to a subsequent trip before using a prior entitlement will not lose a previously earned entitlement. However, all travel earned must begin before the ship departs from the overhaul or inactivation port.

Home Port of Ship Not Changed

If the home port of the ship is not changed, the member or dependents are authorized travel between the port of overhaul or inactivation and the area of the home port. When the member elects for the dependents to travel for any period of entitlement, the member has no additional entitlement for that period. A separate election can be made for each separate period of entitlement.

Home Port of Ship Changed

When the home port of the ship is changed to the overhaul or inactivation port, the member or dependents may be authorized travel between the new home port and the old home port instead of PCS entitlements for the dependents. To qualify for that travel authorization, the dependents must be unable to relocate because of a personal situation. For example, a dependent may be receiving medical care at a facility located in the area of the old home port. Because no similar medical

facility exists at the new home port, the dependent cannot be relocated to that area.

Transportation Allowances

The member or the dependents performing this type of travel will be entitled to one of the following:

- Transportation in kind
- Reimbursement for the cost of personally procured commercial transportation
- An allowance for transportation at the rate of 25¢ per mile for the official distance

Government transportation will be used to the maximum extent practical. In no case will the reimbursement exceed the cost of government-procured, commercial round-trip air travel between the port of overhaul or inactivation and the home port or former home port. When two or more members or dependents travel together by personally owned conveyance, only the operator of the vehicle will be entitled to the transportation allowance. In addition, the amount allowed for any or all dependents cannot exceed the amount allowed for the member alone. There is no entitlement for any additional travel allowances.

RECALL FROM LEAVE

Another category of special travel can result when a member is recalled from leave. Normally, a member on leave who departs a duty station does so at his or her own risk. That means, if the member is directed by proper authority to return to the duty station after being on leave in excess of 24 hours, the member will bear any cost incurred in returning. The only time the government will provide travel allowances is when the member's authorized leave was canceled under the following conditions:

- Authorized leave was canceled because of actual contingency operations or emergency war operations.
- Authorized leave of 5 days or more was canceled within 24 hours after the member's departure from the duty station.
- Authorized leave of 5 days or more was canceled more than 24 hours after the member's departure from the duty station.

Under the last situation, the member's CO may authorize or approve the member's return at government expense. However, it may be authorized only if the recall eliminates a substantial portion of the scheduled leave period or the purpose of the member's trip is defeated. If the expense is authorized, the member is entitled to the regular temporary duty travel allowances. The period of entitlement begins the day the member departs from the leave point or place of receipt of the cancellation notice. It ends the day the member returns to the duty station. If the member is authorized to resume leave, allowances are also payable beginning the day the member departs the duty station. The allowances end when the member arrives at a leave point no farther distant from the duty station than the place at which the member received the orders canceling the leave.

CONVALESCENT LEAVE

Convalescent leave is another special travel category that entitles a member to round-trip transportation at government expense. The member is entitled to the expense during recovery from illness or injury incurred during a period of eligibility for the receipt of hostile tire pay or imminent danger pay.

Only one trip of this nature is allowed. The entitlement covers one trip from the medical treatment facility to a place selected by the member (provided that place is the location of the member's immediate family and is within the United States, Puerto Rico, or the U.S. Virgin Islands). It also covers return to the original treatment facility or to a different designated facility. Selection of any location outside of these places requires approval by the Bureau of Medicine and Surgery (BUMED).

To cover round-trip transportation expenses, the member may select one of the following types of entitlement:

- Transportation in kind
- Reimbursement for the cost of commercial transportation when the member travels at personal expense
- A monetary allowance of 25¢ per mile for the official distance

Government transportation or government-procured transportation will be furnished and used to the maximum extent practical. Per diem, meal tickets, and reimbursement for meals and lodging are not

authorized in connection with convalescent leave travel.

TEMPORARY DISABILITY RETIRED LIST

Occasionally, members are placed on the TDRL, usually because of illness or injury incurred during active duty. As the name implies, this is a temporary status. The member will eventually be returned to active duty or be placed on the permanent retired list. Until the final determination is made, the member may be required to report for periodic medical evaluation or to attend hearings before a physical evaluation board. As a senior DK, you should be aware of the associated authorized travel entitlements.

For a member on TDRL, travel status begins when travel to the medical facility commences and ends with the member's return to home. If the member's home is in the same corporate limits as the treatment facility, then reimbursement is based on local travel entitlements. In other instances, regular travel and per diem allowances apply for the member's travel to and from the facility.

While the member is at the medical facility, reimbursement is based on whether the member is in an inpatient (admitted to the hospital) or an outpatient status. Reimbursement entitlement starts from 0001 on the day after the member's arrival through 2400 on the day before his or her departure. A member in an inpatient status is reimbursed only for the amount of the actual daily charges paid for meals. A member in an outpatient status will receive regular temporary duty per diem allowances.

In some cases, an attendant may be required to travel with the member. The attendant may be another member, a civilian employee of the U.S. Government, or any other person deemed suitable to accompany the member. Military members and civilian employees of the government will be reimbursed according to regular temporary duty entitlements. Other attendants will be reimbursed actual expenses for transportation, meals, and lodging, not to exceed the established per diem rate for the area concerned.

MEMBERS PERFORMING OFFICIAL RECRUITING DUTY

Sometimes the type of duty to which a member is assigned involves special travel allowances. Members whose primary assignment is recruiting duty and members who recruit for the Reserve Officer Training Corps program are entitled to reimbursement for actual

and necessary expenses incurred in connection with those duties.

Except in unusual cases, the authorized reimbursement will not exceed \$75 in any month and is limited to the following expenses:

- Snacks, nonalcoholic beverages, and occasional lunches and dinners when purchased by the member for prospective recruits, candidates, and their immediate families, or other individuals who directly assist in the recruiting effort
- Parking fees incurred while the member is at itinerary stops
- Official telephone calls
- Purchase of photographic copies of vital documents for prospective recruits and candidates, such as birth certificates, school transcripts, diplomas, and registration certificates
- Other small but necessary expenditures related to recruiting duty for which the member must pay from personal funds

Claims will be submitted on a Claim for Reimbursement for Expenditures on Official Business, SF 1164. They must contain (or have attached) an itemized list of expenses. A receipt must support any item in excess of \$25 when it is practical to obtain a receipt. Failure to furnish receipts must be explained on the voucher. Any item in excess of \$25 that is not supported by a receipt (or a statement as to why a receipt is not furnished) will be denied in its entirety.

NAVAL ACADEMY MIDSHIPMEN

As a senior DK, you may become involved in processing special travel allowances claimed by Naval Academy midshipmen. As a general rule, travel claims for Naval Academy midshipmen are processed by the midshipmen's pay officer. In emergency situations, however, local DOs are authorized to make travel advances.

Entitlement for First PDS

Upon graduation and commissioning, most travel and transportation entitlements that apply to other personnel en route to their first PDS go into effect for midshipmen. These allowances are from the member's home or the Academy, as designated by the orders, to the first PDS via any temporary duty stations directed en route (including the Academy in cases involving

authorized travel from home). When temporary duty at the Academy is involved, no per diem is payable.

Eligibility for Dependents' Travel

Whether or not an Academy graduate is eligible for dependents' travel depends on when the dependents were acquired.

DEPENDENTS ACQUIRED BEFORE GRADUATION.— For dependents acquired before the member's departure from the Academy, the entitlement cannot exceed the amount payable from the farther point (whether it is the home of record or the Academy) to the PDS, regardless of the point designated for the officer's travel to begin.

DEPENDENTS ACQUIRED AFTER GRADUATION.— When the dependents are acquired after the member's departure from the Academy, but on or before the member's effective date of orders, the dependents' travel entitlement exists to the PDS from only one of the following points:

- Home of record
- The Naval Academy
- Place where the dependents are acquired, not to exceed entitlement from the farther point (whether it is the member's home of record or the Academy)

NOTE: Since this is considered to be the officer's first PDS no entitlement to DLA exists, with or without dependents.

TRAVEL IN CONNECTION WITH DISCIPLINARY ACTION

You may encounter special travel categories in which members are involved in some type of adverse action or situation. One of these is when a member is ordered to perform travel for the purpose of disciplinary action.

For these cases, the member will use government transportation whenever available. If government transportation is not available, the member will use commercial tickets and meal tickets to the maximum extent possible. When these are not available, the member may be reimbursed for the actual cost of the transportation used as shown by copies of the tickets or receipts for the tickets purchased. If tickets are available but the member does not use them and travels at his or her personal expense, reimbursement may be

made not to exceed what it would have cost the government to procure the necessary transportation. The member will be reimbursed for gas and oil only when using a privately owned conveyance.

Meals procured at the member's personal expense will be reimbursed at actual cost, not to exceed the value prescribed for meal tickets. Valid miscellaneous reimbursable expenses maybe paid, but the payment of the monetary allowance instead of transportation or per diem while the member is traveling or at the disciplinary action point is not authorized.

PRISONERS WITH GUARDS

Today the movement of prisoners with guards occurs only occasionally. When it does occur, it is normally at the ratio of one guard to one prisoner. As a senior DK, you may be called upon to process claims for authorized travel allowances in these cases.

If government transportation is not used, then tickets will be provided for commercial transportation. If cooked meals or box lunches are not provided, meal tickets should be issued to cover the prisoner's meals. The guard will receive per diem.

A military guard is authorized reimbursement for any expenses for transportation, lodging, and meals necessarily incurred on behalf of the prisoner and miscellaneous reimbursable expenses. The total reimbursement for meals and lodging will not exceed the applicable per diem rates.

RETURN OF ABSENTEES, STRAGGLERS, AND OTHER MEMBERS WITHOUT FUNDS

You may run across cases in which special travel allowances are authorized for the return of absentees or stragglers. Also, you may have to process allowances for members in an authorized travel status who find themselves without funds. As a senior DK, you will need to know how to handle these cases and the specific accounting procedures involved.

When an absentee is apprehended or surrenders to an activity other than his or her PDS, the Navy will generally return the absentee to the PDS. This also applies to stragglers from military units, as well as those members authorized to travel under orders or in a leave or liberty status who find themselves without funds. In these situations, the Navy will provide return or onward transportation, as applicable, to the member concerned.

The member will be required to reimburse the Navy for such transportation.

The member may be given cash to purchase transportation, meals, and necessary transportation between terminals or installations. This will be paid on a Travel Voucher, DD Form 1351. The appropriation to be charged will be based on whether or not prior orders were issued.

Prior Orders Issued

When prior orders have been issued, we are normally referring to those personnel traveling between permanent or temporary duty stations. The accounting data to be charged will be based on whether the member was previously issued transportation or the cash equivalent.

NO PREVIOUSLY ISSUED TRANSPORTATION.— If the member was not previously issued transportation or the cash equivalent, these may be furnished and charged to the accounting data shown on the member's orders. In this case, no checkage of the member's pay is necessary.

PREVIOUSLY ISSUED TRANSPORTATION.— On the other hand, when transportation (or the cash equivalent) was previously furnished and the traveler is now stranded without funds, reimbursement must be made to the government. The appropriation on the member's orders will still be charged for any transportation furnished but will be collected by an offsetting checkage from the member's pay account made by a Pay Adjustment Authorization, DD Form 139.

Similar procedures are required when a member has lost his or her ticket or has been separated from his or her transportation. Again, transportation will be furnished subject to checkage from the member's pay account using a DD Form 139. However, a member may submit a claim for a refund of any portion of the transportation for which the Navy receives a refund from the carrier on the original transportation furnished.

No Prior Orders Involved

When no prior orders were involved, all transportation or funds provided will be charged to the appropriation to which the member's regular pay and allowances are charged. The member's pay account will be checked using a DD Form 139 to reimburse the appropriation.

MEMBERS DISCHARGED UNDER OTHER THAN HONORABLE CONDITIONS

Generally, a member who is discharged under other than honorable conditions may be provided travel and transportation only by transportation in kind by the least expensive mode of common carrier transportation available. When this mode of transportation is not available, the member may be paid an amount equal to the cost to the government of the least expensive common carrier transportation that would have been furnished. Travel entitlement in these cases may be affected by whether or not the member was under confinement.

No Confinement Involved

When no confinement is involved, the entitlement can be from the place of separation either to the member's home of record or to the place from which the member was called to active duty. When approved, entitlement can be even to an alternate place of the member's choosing, provided the cost does not exceed the cost to the member's home of record or place from which he or she was called to active duty.

Confinement Involved

When confinement is involved, travel entitlement may depend on the status of the member and the facility in which he or she is confined.

U.S. MILITARY FACILITY.— A member who was discharged while in confinement in a U.S. military confinement facility qualifies for travel entitlement upon parole or final release. The entitlement covers travel from the confinement facility to either the member's home of record, the place from which the member was called to active duty, or another place (upon approval that this would be no more costly to the government).

NON-U.S. MILITARY FACILITIES.— The travel entitlement is different for former members confined in other than U.S. military facilities.

Overseas.— If the confinement facility is overseas, the travel entitlement is limited. Coverage begins at the place of the member's release or from the nearest U.S. military facility. Coverage ends at the port of debarkation in the country within which the member's home of record or the place from which the member was called to active duty is located. A port of debarkation located in a U.S. territory or possession is also included.

United States.— If the confinement is by civil authorities in the United States, no travel and transportation entitlement is authorized.

TRAVEL EXPENSES NOT PAYABLE BY THE GOVERNMENT

We have been discussing many different types of travel allowances based on special circumstances. As a DK, you must also recognize the situations in which travel expenses are not paid by the government.

Some of the more common cases in which travel expenses are not paid by the government are as follows:

- Permissive travel orders (An order *permitting* a member to travel as distinguished from an order *directing* a member to travel.)
- Travel on orders but not on public business, such as nonofficial recreational programs
- Attendance at public ceremonies or demonstrations for which the sponsoring agency bears the expenses
- Return from ordinary leave to overseas duty stations when no-cost transportation is not available to the member

Members are not entitled to government-paid travel in many other situations. Whenever you are dealing with travel claims, always consult the most recent edition of the *JFTR* and *NTI* for official guidelines.

CONTROL OF WASTE, FRAUD, AND ABUSE IN TRAVEL CLAIMS

The DO is responsible for the correct payment of all vouchers presented for payment. In dealing with any travel claim, the DO may request the claimant to furnish explanations or further evidence. The disbursing officer may make such requests whenever the voucher and its substantiating documents appear not to constitute a legal obligation of the government under the appropriation chargeable or when the facts stated appear to be inaccurate. Depending on whether the claim contains excessive expenses that can be supported by valid documentation or evidence of deliberate fraud, the DO must know and follow the correct procedures.

CLAIMS INVOLVING EXCESSIVE EXPENSES

The General Accounting Office (GAO) has consistently ruled that travel expense reimbursement

will be limited to actual and necessary expenses incurred in the conduct of official business. Additionally, GAO has held that the employing agency is responsible for determining the necessary and reasonable expenses to be reimbursed.

But in the context of an individual travel claim, who is the employing agency? According to DON policy, the employing agency is the claimant's CO. This means a DO who receives a travel claim containing items that appear to be excessive can refer the claim to the claimant's CO for review, determination, and certification. After receipt of the CO's certification, the DO will make payment subject to *JFTR limitations*. The CO's certification will be attached to the original voucher, and a copy will be attached to the DO's retained copy.

NOTE: In cases where claims cover periods of ACDUTRA, the DO will request that the CO of the command delivering the orders make the determination.

FRAUDULENT CLAIMS

Ultimately, the DO is accountable for the payment of any fraudulent claim, even though he or she was not a direct participant in the fraud. In fact, the *DODFMR*, Volume 5, assigns primary responsibility for determination of fraud to the DO. It also prescribes general guidelines concerning the factors on which fraud determinations should be based, how fraudulent claims should be referred, and the administrative procedures for processing these claims. DOs are expected to exercise sound judgment and make sure these guidelines are consistently applied.

In any questionable claim, a DO may request additional amplifying information from the claimant. This may be in the form of a written explanatory statement signed by the claimant, a command endorsement, receipts, a vehicle registration, or proof of base registration of a vehicle at the claimant's current duty station. The DO may use any other type of evidence to reduce doubt. Under no circumstances should the disbursing office return a suspected fraudulent claim to the claimant since this action would allow the claimant the opportunity to destroy evidence that might be relevant to a criminal investigation by the Naval Criminal Investigative Service (NCIS).

When, in the opinion of the DO, the evidence provided by the claimant fails to remove the suspicion of fraud, the DO's CO should refer the claim to the NCIS for action. At the appropriate time during the

investigation, NCIS will apprise the claimant's CO of the action contemplated.

Before being originated by the DO's CO, requests for NCIS investigations should be carefully considered to make sure probable fraud exists. Generally speaking, the NCIS, in the absence of aggravated circumstances, will not investigate suspected fraud that involves nonreceipt items such as meals, laundry expenses, and tips. "Aggravated circumstances" might include situations in which an individual claimant, who is making a series of travel claims or one claim covering an extended period, consistently claims expenses that the DO has legitimate cause to suspect are fraudulent.

Lack of a formal investigation does not prevent the DO from questioning certain items of expense that appear to be excessive or unnecessary. In those cases where doubt continues to exist, the claim or reclaim will be forwarded as a doubtful claim according to the NTI. The DO will transmit the claim with a cover letter stating specific information as to why the claim is considered doubtful.

As a senior DK, you maybe called upon to help the DO watch for and deal with suspected fraudulent claims. Closely examine all travel claims for possible fraud, using the guidelines in the *DODFMR*, Volume 5. Be alert for the following situations, any of which might indicate a fraudulent claim:

- The claim includes lodging receipts that appear to be altered or in the form of stationery store receipts.
- The claim for a reimbursable expense is not supported by the original vendor's receipt

(where required) or includes a vendor's receipt that appears altered.

- Claims for actual expense allowances show the same amounts for meals each day.
- Meal amounts or amounts for incidental expenses appear to be contrived to approximate the maximum locality rates.
- A member on PCS shows a privately owned conveyance as the mode of transportation, but other information in the claim gives cause for doubt.

As a senior DK, you can do a great deal to prevent waste, fraud, and abuse of travel allowances.

SUMMARY

As stated at the beginning of this chapter, the computation of travel and the processing of travel claims are the most complex areas of disbursing. Many variables can have a significant effect on whether an entitlement is due and how much is due for that entitlement. The regulations governing travel allowances and the allowances due are constantly changing. The *JFTR*, Volume 1, is updated on a monthly basis. You must constantly be aware of the changes and implement them immediately to prevent overpayments or underpayment. Because travel is so complicated, the opportunity for waste, fraud, or abuse exists more than in most areas. You must be ever vigilant for the appearance of these abuses. When in doubt always consult the *JFTR* or NTI.

